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D R A F T

[redacted] jc  
22 December 1964

Lieut. General Joseph F. Carroll, USAF  
Director  
Defense Intelligence Agency

Dear Joe:

Since our meeting last week, I have been giving much thought to your apparent reluctance to join forces with us on the proposed community-wide census of U. S. intelligence personnel. I have the impression that your apprehensions are based largely on the potentiality that the data derived from such a census might be used to the detriment of DOD interests.

I readily concede that the kind of data we seek to obtain from this census will be highly revealing and therefore sensitive; if it were not, there would be no point in getting it because the whole idea is based on the conviction that no DCI can meet effectively the full scope of his Community responsibilities until he is in a position to observe the totality of the U. S. foreign intelligence effort with complete clarity. To obtain the degree of clarity required, he must have data that will provide visibility to not only the gross manpower resources involved, but even more important, visibility to those basic intelligence functions (jobs of work) that, in varying combinations, comprise the

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essential elements of each of the many "intelligence systems" that together make-up our overall foreign intelligence effort.

Our Community will not be in a position to approach maximum effectiveness and economy in the use of its resources until we can observe our efforts in terms of complete systems with all their essential parts clearly distinguishable, as does the DOD with respect to its "weapons systems." Under this concept we would never, for example, consider increasing just the collection effort in Latin America. rather, we would consider a build-up in the community's intelligence system complex to be targeted against Latin America, and in the process make sure that there was a properly balanced build-up of all the essential elements in each of the systems involved.

The two cutting edges of any intelligence system are those personnel directly involved in the collection of raw information and those in the production of finished intelligence; this is why we propose to start our census with the collectors and producers, but we will then move on to identify the many other and no less important personnel who provide the varied support services that must be combined with collection and production in order to have a complete and fully effective intelligence system.

There are two main avenues of approach to the census project. The DCI could unilaterally implement it pursuant to his NSCID #1 authority to conduct surveys of departmental intelligence activities, by designation

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the NIPE Staff as his representatives to do the job. In effect, he has already done this by assigning to the NIPE Staff at the time of its formation a year ago, the task of developing a community-wide "inventory" of intelligence resources which would include men, money and material. As you know, the Middle East study was, in part, a trial run in this direction.

A strictly unilateral implementation of the census project by the DCI would, of course, allow the other Community members to be the innocent victims of rather than participants in the "crime," because it would be up to the NIPE Staff to conjure up the right questions and then struggle to achieve commensurability of the answers obtained. This could be done but, in my judgment, it is definitely not the best way to do the job. I believe that the census data we seek is a common concern requirement of all the USIB members and therefore you, and they, need it just as much as does the DCI himself; all of you should be in a position to observe the deployment of your own manpower against the backdrop of the combined Community-wide deployment of all U. S. intelligence manpower. How else can any of us tell whether we are doing too much or too little; whether there is undesirable duplication; whether some important targets are falling between the systems, etc.

To repeat, I believe that the development and maintenance of community-wide census data is very much a "service of common concern" to

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which all the members concerned should participate. Only in this way can we ensure that the data obtained will be properly commensurable. that the many and varied problems involved in taking this census will be resolved with due consideration for the interests of all concerned, and that the final product will be a tool useful to all and detrimental to none.

I hope that the thoughts I have expressed will reduce your concerns sufficiently to permit you to join forces with us and move forward with all deliberate speed to develop this community-wide census data of common concern. I really believe that you would find such data most useful in carrying out your own responsibilities and I am certain that the DCI simply must have it to do his job.

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cc: Mr. Parrott  
[Redacted]

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TRANSMITTAL SLIP		D/
3 Dec 64		
TO:		
Mr. Boss		
IO.	BUILDING	
REMARKS:  If this or something like it doesn't break the impasse with Joe, we might as well write him a "Dear John" letter and go it alone as a strictly DCI project.  There is little to be gained by going into USIB with a Community approach if Joe is as fearful of it as he claims.  It suddenly strikes me as a bit odd that Joe raised no objections when the Boss advertised that an Inventory was to be one of the first tasks to be tackled by NIPE; this a year ago.		
FROM:		RJ
ROOM NO.	BUILDING	EXTENSION
FOP 1 241		REPLACES FORM 36-8 WHICH MAY BE USED.
		GPO : 1957--O-439445 (47)